

31 March 1975

MEMORANDUM FOR:

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1. In response to your request I have reviewed the Murphy Commission annexes to determine whether the references to SIGINT activities contained therein are unclassified. A case could be made that said references are indeed classified based on the traditional application of this subject matter. I would suspect that NSA would have serious concerns about the judgments by the authors with regard to cryptanalysis and traffic analysis. Not in the sense that the authors are correct or incorrect but rather they tend to involve sources and methods.

2. Having made this case I must confess that under the current pressures for declassification one would be hard pressed to maintain a solid front that the passages are in fact classified. I recall that in consideration of the Forrestal Diaries NSA initially took exception to references to traffic analysis. These exceptions were later withdrawn. In addition I believe that Khan's book describes the techniques narrated by the authors.

3. If the authors are cooperating in this endeavor there are a few passages they may be willing to delete:

- Intelligence and Policymaking in an Institutional Context, William J. Barnds, November 1974. "A rapid increase in communications between headquarters and a fleet at sea could mean an operation was about to take place." (page 13). "Interception of these signals-- which can sometimes be done at great distances-- can provide important information on the characteristics of the weapon." (page 14).

4. In my review I could not help but observe the extensive reference to photographic reconnaissance by satellite or in some cases described as satellite photography. I believe we are confronted here with the question of "fact of" and whether the Murphy Commission report constitutes official recognition. In some instances the authors reflect target areas of photographic satellites such as for agricultural intelligence (page 56 of Issues on Intelligence Resource Management, Robert M. Macy, November 1974 and pages 26-27 of Intelligence Support for Foreign Policy in the Future, R. J. Smith, December 1974). Of considerable concern in this area is that the latter author also refers to "real time" display of pictures taken by satellite cameras on page 33. I would leave the judgment on the photographic aspects to the experts in this area.

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1. Several of the Murphy Commission Annexes highlight the security/classification dilemma presented by the November 1973 Presidential decision that "the fact that the United States Government conducts a photographic satellite reconnaissance program for foreign intelligence collection be classified SECRET." Despite the DCI's effort in August 1974 to have that decision reviewed and modified, the "fact of" still remains technically classified. In the meantime, it is highly questionable whether the "fact of" would pass current classification criteria tests.

2. The Murphy Commission Annexes contain a number of references to "satellite photography" which are generally accurate, consistent with public knowledge, and in several instances not easily amenable to substitution of terminology such as "reconnaissance photography" or "technical reconnaissance." In most cases the texts can be technically sanitized by substituting the terms "reconnaissance photography", "overhead", or "technical" for the term "satellite." If this is done the texts will be technically correct from a security classification point of view, but will also be made less succinct by the substitution of a general term for a specific term -- with little change in meaning for the average reader. Listings with required word changes developed jointly with the Special Security Center, OS, are attached.

3. There are two areas, however, which present more direct security problems.

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a. Robert Macy's annex on "Issues on Intelligence Resource Management" discusses in several places the management arrangements which apply to the satellite reconnaissance programs. The discussions include descriptions (without specifics) of the NRP EXCOM arrangements and the

While technically unclassified, the discussion is the most extensive and direct that has appeared at the unclassified level in an official document. It will invite additional probing and add to the NRO's problems of maintaining security discipline.

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b. R. J. Smith's annex on "Intelligence Support for Foreign Policy in the Future" contains a reference to future "real time displays of pictures taken by satellite cameras. . ." which should be deleted. His discussion in other sections of the annex concerning the use of photography would be unclassified except for the linkage to satellites and the "fact of" problem.